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**SCHOOLING IN OAKLAND:
CREATING A SELF-RENEWING DISTRICT**

A Report by the Oakland Unified School District
Strategic Planning Project

James W. Guthrie
Director

PART 2: RECOMMENDATIONS

Submitted to the
Board of Directors
Oakland Unified School District
March 1986



SCHOOL OF EDUCATION
Strategic Planning Project

BERKELEY, CALIFORNIA 94720

March 3, 1986

Darlene Lawson, President
Oakland Unified School District
Board of Directors
1025 Second Avenue
Oakland, California 94606

Dear President Lawson:

I am pleased to convey the final report of the Oakland Unified School District Strategic Planning Project. The initial report, "Schooling in Oakland: The Challenge," was issued in June 1985. That document described our analyses of problems, challenges, and opportunities facing the Oakland public schools. This report, "Schooling in Oakland: Creating A Self-Renewing School District," makes recommendations for improving education in Oakland. The recommendations are organized around three themes: good teaching, good management, and good policy. Taken together, we believe, these dimensions will lead to good education.

Much has transpired since the June 1985 delivery of our initial report. Four school board members with whom we originally contracted retired and a newly elected majority of directors has taken their seats. Superintendent Bowick resigned, and Mr. Coto now serves as the district's chief executive officer. The district has experienced severe budget reductions and a four-week teachers' strike.

In the period following the release of our Phase 1 report, we have been in repeated contact with Oakland USD policy makers, professional educators, and civic leaders. Through conversations, memoranda, meetings, and progress reports, we have made suggestions regarding school reform. These suggestions have been consistent with the major recommendations contained in this final report. We are pleased with the

progress Oakland has already made in implementing several of these suggestions.

Those of us connected with these reports remain optimistic regarding the future of Oakland's schools. Oakland and its residents continue to exhibit remarkable resiliency and vitality. The city possesses an unusual array of talent. Civic, religious, corporate, and educational leaders are in agreement regarding the absolute necessity for revitalizing Oakland's schools. There remains substantial hope for Oakland's public schools.

In the course of compiling both reports, we sought the views of literally hundreds of parents, professional educators, and informed members of the community. Overwhelmingly they expressed a view that if schooling in Oakland is to improve, then those connected with public education must begin to expect excellence. They stressed that Oakland's schools must be dedicated to becoming the "best"; they must develop a passion for significant details, a belief in the crucial importance of employees as individuals, a feeling that most members of the organization should be innovators, and, the corollary, develop a managerial and professional willingness to support employees who take risks in attempting to further the purposes of schools.

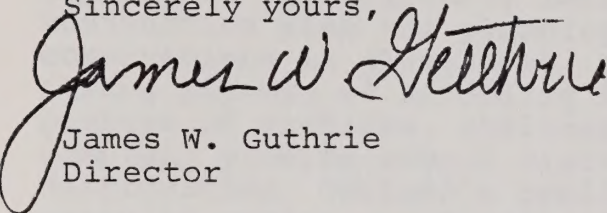
Those whose views we sought stressed that schools must commit themselves fully to serving the long-run best interests of their clients: pupils, parents, and the public. They suggested that the appropriate principle by which to judge a proposed policy, plan, or program should become: "Will it be effective, will it assist pupils, parents, education professionals, and the public?" These individuals stated repeatedly that the all-too-conventional coin of expediency must everywhere be exchanged for expectations of excellence.

In effect, what others have conveyed to us is a belief that the first step in revitalizing Oakland's public schools is the formation of a new social covenant in which intensified scholarly standards and more rigorous academic study yield renewed public and professional pride and feelings of personal fulfillment. Many will rightly look to you and your colleagues for such leadership.

Darlene Lawson
March 3, 1986
Page three

I and my many colleagues engaged in this strategic planning project greatly appreciate having had an opportunity to serve the Oakland public schools.

Sincerely yours,



James W. Guthrie
Director

cc: Alfreda Abbott
Kathleen Crawford
Sylvester Hodges

Elizabeth Laurenson
Patricia Monson
James Norwood

Joe Coto



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EXECUTIVE SUMMARY

Throughout this strategic planning project, Oakland's parents, school professionals, and citizens expressed strong feelings about education. Their hopes, frustrations, and experience significantly influenced this report. In conjunction with the planning team's technical analyses, observations in classrooms, and extensive opinion surveys, a strong picture of schooling in Oakland emerged. It is a picture of problems, challenges, and opportunities within a complex, growing school district. Despite continuing difficulties, Oakland's public schools have a wealth of emerging parent, professional, and community support upon which to draw.

Before Oakland citizens will acknowledge successful reform of schools, two conditions must prevail: improved student performance, and widespread parent satisfaction. This strategic action plan is designed to aid the school district in realizing these conditions. By identifying problems, surveying resources, anticipating changes, and affirming goals, the plan guides change.

Oakland citizens themselves are clear about schools' problems. Equally clear is their belief that solutions to these problems should be pursued along three avenues: good teaching, good management, and good policy. Out of the diversity within Oakland came this formula for change. The recommendations in this report follow this vision of schooling in Oakland.

These recommendations for action and change are aimed at solving problems by enhancing the capacity of Oakland's professional educators to serve students, their parents, and the community generally. Recommendations are aimed at creating a self-renewing school district, one that addresses today's problems effectively, anticipates tomorrow's challenges, and fosters a climate of excellence for students and staff alike.

Good Teaching Recommendations

- Recommendation 1. Added assistance for experienced teachers
- Recommendation 2. Improve teacher working conditions
- Recommendation 3. Actively recruit new teachers
- Recommendation 4. Appropriately orient new teachers

Good Management Recommendations

Recommendation 5. Implement school-based management

Recommendation 6. Streamline the central office

Recommendation 7. Develop a comprehensive personnel evaluation system

Good Policy Recommendations

Recommendation 8. Establish an integrated management information system

Recommendation 9. Implement annual school planning

Recommendation 10. Develop annual district planning

Recommendation 11. Clarify school board responsibilities

Specific administrative actions, outlined in this report, are associated with each recommendation and should guide their implementation.

Costs associated with these reforms are estimated to range between \$2.4 and \$3.1 million, or between one and two percent of the school district's budget. Since this analysis omits potential cost reductions, involved in actions such as reducing the size of the central office, actual costs may be substantially less. In addition, many reforms lend themselves to implementation over several years, further reducing reform costs in any one year.

With sustained attention, capable administrative leadership, and close oversight by the schools' elected policy makers, Oakland can successfully implement these reforms during the next five years. Oakland's citizens can expect a more effective school system, a self-renewing school system, as a result.

PREFACE

This is the final report of the Oakland Strategic Planning Project. The Board of Directors of the Oakland Unified School District contracted with the University of California at Berkeley during the fall of 1984 to undertake a series of analyses regarding the school district and to make recommendations for improving public education in Oakland. The first report in this series, "Schooling in Oakland: The Challenge," was conveyed to the board and the Oakland community in June 1985. This report, "Schooling in Oakland: Creating A Self-Renewing District," builds upon the findings and analyses of Phase 1 and offers a series of actions which can counter the weaknesses of Oakland schools and render the educational system more effective.

Strictly speaking, a strategic action plan ought to be guided by statements regarding the goals of an organization and subsequent translations of those goals into specific action objectives. This report contains goals. However, these are not goals that the strategic planning team itself holds or desires to impose upon Oakland. Rather, these goals express the expectations of members of the general public, parents, and education professionals.

From survey research results, conversations with literally hundreds of parents and citizens, interviews and opinion polls of teachers and other educators, it was possible to construct a systematic picture of educational expectations held for Oakland schools. These many groups expressed substantial agreement about not only their hopes for schools but also the steps which ought to be taken to realize their vision. These various constituencies repeatedly stressed the need for good teaching, good management, and good policy. Consequently, this report uses this trilogy as a means for organizing its specific recommendations for action. When taken together, the outcome from such reforms ought to be good education.

The conventional format of strategic action plans is to translate organizational goals into specific action objectives. In education these translate into targets regarding student achievement, public satisfaction, employee morale, student conduct, and the like. We generally applaud specificity, and Oakland must, eventually, establish measurable reform targets. However, this report does not contain such measurable specifications. The reason is threefold.

First, in order to be authentic, in order to be taken as real by those who must strive to achieve them, measurable

objectives must be constructed by those who will participate in their implementation. A slate of strategic action plan objectives formulated by a group of academic planners, no matter how sensible or realistic, is not likely to be regarded as valid by those inside the school system upon whose efforts success will rest. Consequently, whereas eventually such objectives are a crucial component of a reform plan, they must evolve from the conscious strivings of Oakland's professional educators and other participants in the school community.

A second reason for the absence in this plan of highly specific districtwide objectives is that Oakland's diversity argues against any overly simplified set of measurable goals applicable to every school, classroom, and student in the district. Whereas it is possible to construct general objectives for the district, e.g., to enhance student achievement, elevate professionalism among educators, and greater parent and citizen satisfaction, specific measures upon which these overall objectives are to be assessed must be built school-by-school. Consequently, this report suggests means for reforming Oakland's educational system school by school. Each school will need a planning process, a major component of which are measurable objectives the school intends to accomplish within some reasoned time period. Aggregation of those objectives, established within the general framework of school district policy, should constitute the school district's objectives. In order to achieve these objectives, this report describes reforms within three major categories: good teaching, good management, and good policy.

A final reason for omitting specific reform objectives is that the school district presently does not have an organizational capacity to pursue them in a systematic manner. Any districtwide objective such as "by 1987 all students will have increased their scores on the California Assessment Program," might gladden the hearts of parents and policy makers. However, it is unlikely to happen until a more fundamental set of reform objectives is first achieved. Recommendations contained in this report are directed at creating the organizational infrastructure necessary to be able to achieve a full slate of educational objectives. In effect, actions suggested in this report are aimed at constructing a capacity within the school district to anticipate and resolve its own problems, without having to rely upon outside expertise. These recommendations, when implemented over time, will enable Oakland to meet the expectations of its clientele, enhance professionalism among its educators, and be able to continually renew itself in keeping with whatever problems are posed by its environment. For this reason we have labeled this report "Schooling in Oakland: Creating A Self-Renewing School District."

ACKNOWLEDGMENTS

In an undertaking as extensive as this strategic planning project, there are literally hundreds of persons without whose cooperation little progress could have been made. Listed below are individuals and groups to whom we are particularly indebted for their time and ideas. We apologize in advance for any errors of interpretation we may have made regarding their particular contributions.

Hundreds of parents and members of the general public provided us with their opinions in "focus groups," public hearings, and extensive opinion surveys, both written and by telephone. Similarly, hundreds of teachers, administrators, and classified employees responded generously to our inquiries regarding district policies and practices. On many dimensions, we were anxious to compare Oakland with other school districts in California. In requesting information from these agencies, we were treated with utmost respect and, generally, our requests were quickly filled.

We had the complete cooperation of former Superintendent Bowick and his staff in the analyses we undertook for our Phase 1 report, "Schooling in Oakland: The Challenge." Subsequently, Superintendent Joseph Coto and his staff were equally cooperative as we compiled this report.

We are grateful for the support of many members of the Oakland business community and Chamber of Commerce. Particularly, the study owes much of its impetus to the continued and generous advice of Charles McAvoy, Bay Area Vice President of Pacific Bell, and Douglas Higgins, President of the Bay Rubber Company.

School board members in Oakland were themselves unusually helpful in arranging and chairing public hearings which were held in their respective electoral districts in November 1985. Also, we wish to thank Ms. Peggy Stinnett who was the president of the Oakland Unified School District Board of Directors at the time this study was initiated, and Ms. Darlene Lawson who as its current president has seen this study to its conclusion.

We wish finally to express our appreciation to literally dozens of colleagues at the University of California, Stanford University, The Educational Testing Service, and elsewhere:

Jacob E. Adams, Jr., Michael Adams, Jeffrey Baird, Guy Benveniste, Charles S. Benson, Robert W. Blackburn, Mitali Bose, Patricia R. Brown, Helen H. Cagampang, Natalie Chan, the firm of Corey, Canapary & McCullough, John W. Evans, Craig Frisby, Walter I. Garms, William H. Gerritz, Bernard R. Gifford, Paul M. Goldfinger, Jan Goodman, Todd J. Greenspan, Martin Jow, Michael W. Kirst, Lori Ann Llewellyn, Phillip Makau, Arnold J. Meltsner, Norma Needham, Ben Olea, Della Peretti, Rodney J. Reed, Barbara Jean Sims, Judy Snow, David S. Stern, Jean Thompson, Helen Tirsell, Joe Trimble, Rabiya Tuma, Decker F. Walker, Staten W. Webster, Stephen S. Weiner, and John Yurkovsky.

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I. INTRODUCTION: SCHOOLING IN OAKLAND

From the outset of this strategic planning project, citizens from many walks of life--those connected closely with public schools and those who observe schools from a distance--communicated strong feelings about education. Teachers and principals, parents and students, school administrators, public officials, business and community leaders, and many others expressed their fervent hopes, deep frustrations, insights, and experiences regarding Oakland's public schools. Their advice has shaped this study in many important ways.

Add to this collective experience the strategic planning team's hundreds of hours of observation in schools; its forecasts of enrollment, teacher recruitment needs, and financial resources; and its analyses of student performance, curriculum, staff training, resource allocation, school governance, and public opinion; and a strong picture of schooling in Oakland emerges. It is a picture of problems, challenges, and opportunities.

Schooling in Oakland encompasses a growing district with increasing diversity of residents and educational needs, strong school talent frequently frustrated by a lack of support and few opportunities for professional development, low levels of student achievement, shrinking dollar resources, ineffective management systems, poor policy development procedures, and widespread dissatisfaction with the results of schooling.

Also characteristic of schooling in Oakland is a growing measure of parent and community participation, increasing business involvement, new policy and administrative leadership, and a willingness to acknowledge and address problems. Indeed, among the hundreds of Oakland participants in the first phase of this strategic planning project, all were eager to focus on problems, to view problems as challenges, to move beyond challenges to a plan of action, and to translate actions into an effective school system.

Still, difficult problems exist in Oakland's schools, and before Oakland citizens will acknowledge general success in their education system, two conditions must prevail: first, vastly improved student performance, and, second, widespread satisfaction among parents. This strategic action plan is designed to help direct OUSD's course to that point. By identifying problems, surveying resources, anticipating changes, and affirming goals, the strategic action plan guides

anticipating changes, and affirming goals, the strategic action plan guides change. Yet it relies on the vision of Oakland parents and others to determine the detailed direction of that change.

Long before discovering particular shortcomings in Oakland's schools, the strategic planning team heard Oakland parents and other residents express a lack of confidence in Oakland's public schools. For example, on a citywide survey, when asked to grade Oakland's high schools, 24 percent of parents said the high schools are doing a good job, grading them A or B. In contrast, 42 percent of parents nationally graded their high schools A or B. In striking contrast, only 8 percent of Oakland teachers said the high schools were performing well. At the opposite end of the scale, 24 percent of Oakland parents said the high schools were failing, a figure which is five times the national average.

Oakland's dissatisfaction with schools stems from perceptions of specific problems. Oakland business officials, for example, describe graduates as ill-prepared for work. In dozens of interviews, 83 percent of recent graduates said that schools should have demanded more homework, better discipline, and closer attention in class. Similarly, Oakland parents who send their children to private schools cited lax discipline, lower educational standards, less student attention, larger classes, and fear of violence as reasons for abandoning public schools.

"Schooling in Oakland: The Challenge," the strategic planning team's first report, identified 18 major problems, challenges, and opportunities which Oakland's schools must address.* In many cases the report's findings reflect problems described by parents and others. The report expanded and augmented these themes, describing problems in more technical, educational, administrative, and policy-related terms. In summary, Oakland's schools lack the

*Unacceptably low levels of student achievement, high drop-out rates, too few secondary school academic course enrollments, student delusions regarding quality of their schooling, eroded public confidence, increasing enrollments, larger numbers of limited-English-speaking students, professional parent "flight," absence of an effective personnel evaluation system, large classes, low teacher morale, shrinking dollar resources, inadequate pupil performance measures, ineffective management systems, poor policy setting procedures, school board-administration conflict, misallocated fiscal resources, and inadequate systems for monitoring district performance.

strong organizational integrity, continuity, and trust needed to promote, implement, and evaluate change. There are problems in the school district, and Oakland citizens know the problems and describe them passionately.

Oakland citizens are equally clear about solutions to school problems. When asked what will make the schools work, parents overwhelmingly specified that the single greatest resource available for improving schools is good teaching. On a citywide survey, parents named good teaching one and a half times as often as any other reason cited to improve schools.

After good teaching, a second characteristic of better schools became clear. In surveys, interviews, and public testimony, parents and teachers listed items such as adequate materials, communication with parents, lack of drugs, secure facilities, accountability, resources directed at schools, minimal paperwork, opportunities for professional growth, leaner district administration, and more decision making at school sites. In a phrase, these are procedures associated with good management.

Finally, a third necessary characteristic of better education emerged from public hearings regarding Oakland's schools. At Castlemont High School, parents and others spoke about the need for an overall educational plan, that is, a design unifying policy, planning, action, and follow-up throughout the school district. Others at McClymonds High School described a policy-driven budget and top management anticipating problems to avoid confusion and enhance preparation at schools. At Bret Harte Elementary School, parents spoke of a management information system to increase accountability of administrators and others. At Claremont Middle School, teachers discussed taking partisan politics out of policy implementation. Others advocated clear expectations for students and staff, institutional consistency, and a clear focus on children. All these items fall under the rubric of good policy.

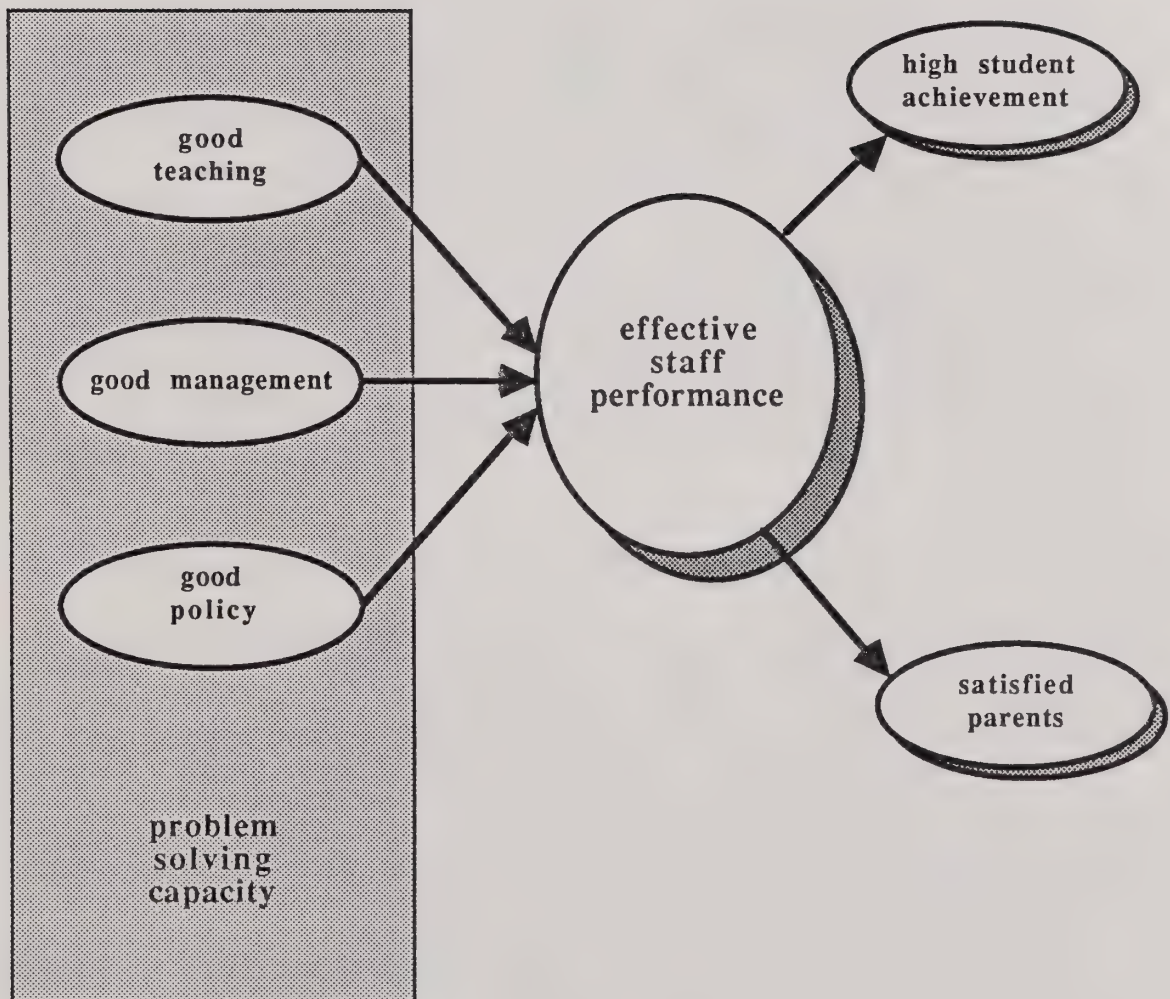
Thus, out of the diversity of Oakland's experience with its schools came a common ambition: Oakland citizens want their schools to be effective; they want their children to learn and be safe. More powerfully still, out of this diversity of experience came remarkably similar formulas for change and improvement: good teaching, good management, and good policy.

The strategic action plan recommendations described in this report rest on this vision of schooling in Oakland.

The recommendations draw on the technical analyses of problems and needs underlying these themes, pointing the way to specific actions for improvement. How can good teachers be supported, and how can good teaching be promoted in the future, especially in the face of Oakland's tremendous need to recruit, orient, and train a thousand teachers in the next five years? How can Oakland's schools be better managed? How can resources be directed to school sites, and how can decision making be centered at these sites? What changes in district policy-making procedures are needed in order to establish clear and common goals and hold the school district on course?

Throughout the strategic planning effort, a caveat was sounded: long-range planning is important, but do not forget the problems of today; Oakland needs to solve problems now. No one can better solve these problems, no one can better plan for the children of Oakland than the parents, professional educators, and members of the public who are ultimately and intimately responsible for the schools' success. The whole of these recommendations for action and change are aimed at solving problems by enhancing the capacity of Oakland's professional educators to do the job only they can do best. In this spirit, the strategic action plan is aimed at creating a self-renewing district, one that addresses today's problems effectively, anticipates tomorrow's challenges, and fosters a climate of excellence for students and staff alike (Figure 1). It is these characteristics that will promote the vision of schooling in Oakland held by so many. The following recommendations are offered in this spirit.

Figure 1
Creating A Self-Renewing
School District



II. GOOD TEACHING

Students in Oakland deserve skilled, knowledgeable teachers. Unfortunately, some students have excellent teachers and others have inadequate ones. Good teachers are scattered throughout the system and receive insufficient recognition. They seldom share successful curricular and methodological ideas. Ineffective teachers receive minimal support or guidance from peers or administration.

In addition, by 1990 Oakland will need to recruit and train more than 1,000 new teachers. This presents a remarkable opportunity and a challenge. Oakland's students deserve the most able new teachers. These instructors must be aggressively recruited and carefully selected. Once assigned to schools, they must receive high quality training and in-classroom support.

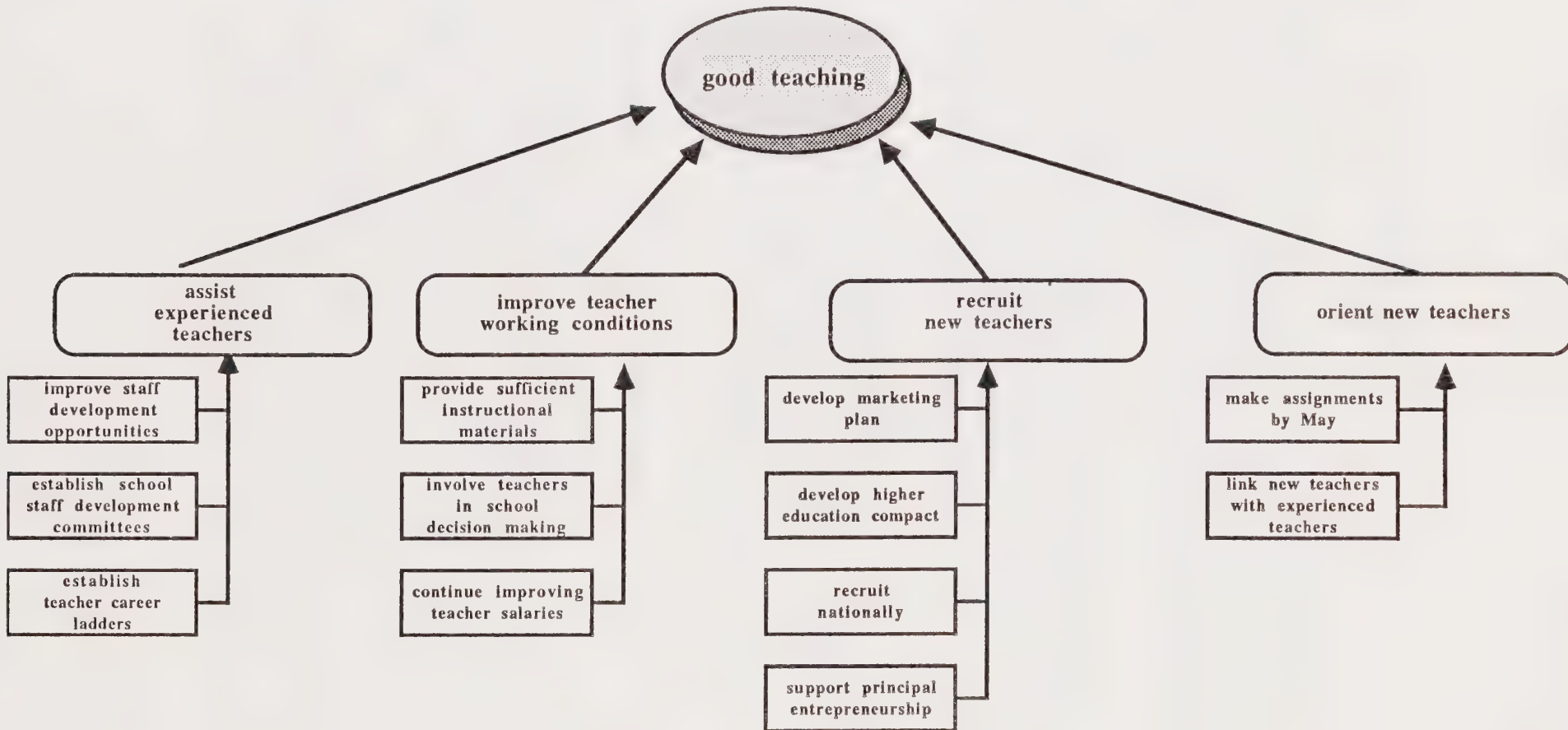
The following recommendations and associated actions present procedures for sustaining and motivating Oakland's experienced teachers, suggest specific improvements in teacher working conditions, explain procedures for recruiting capable new teachers, and outline activities to train and guide new teachers during their initial years in the classroom (Figure 2).

Recommendation 1. Added Assistance for Experienced Teachers

Experienced Oakland teachers need and deserve effective professional development opportunities. Education research indicates that inservice training is most effective when it involves consistent observation, feedback, and coaching in teachers' classrooms. Yet, Oakland's current inservice training activities are often "one-shot" late afternoon sessions with groups of fatigued teachers. These workshops are rarely connected to classroom instruction. They do not take into sufficient account any assessment of teachers' strengths and weaknesses. Furthermore, district managers frequently fail to consider the diversity of Oakland schools; they often prescribe the same training for all teachers in all schools. Several actions can be taken to enhance Oakland's support of experienced teachers.

Figure 2

Recommendations Regarding Good Teaching



Action 1.1. Improve Staff Development Opportunities

Oakland should align its staff development program with each school's and each teacher's needs in curriculum, instruction, and classroom management. Inservice training activities should be enhanced. The school district should provide released time for teachers to be trained during school hours or pay teachers to attend summer inservice training programs.

Action 1.2. Establish School Staff Development Committees

Oakland teachers currently have insufficient voice in determining the content or delivery techniques for staff development activities. Teachers should help plan professional development activities in each Oakland school. Each school should establish a staff development committee to assess needs and organize activities. The principal should hold veto power; however, a staff development committee should determine content and methods of delivery.

The committee should consist of the principal and five to ten teachers. Each year the committee should receive funds from school categorical programs and school district general funds. The committee should assess the needs of each teacher, analyze student performance and personnel data from the Management Information System (described later in this report), and assess the range of available staff development activities. Using these information sources, the committee should compose for its school a yearly schedule of staff development activities.

Action 1.3. Establish Teacher Career Ladders

Oakland teachers reach a salary plateau after 12 years in the classroom, typically by age 35. Thereafter, they can expect only negotiated pay increases and little variety in work activities until they retire. However, many teachers thrive on challenge and want increased compensation. Frustrated by this ceiling on earnings, many of Oakland's best teachers leave education, enter administration, or become "burned-out."

Other school districts across the nation have instituted career ladders enabling unusually competent teachers to attain higher levels of professional responsibility and compensation. Oakland should establish a career ladder for teachers, perhaps modeled after the one

suggested by the California Commission on the Teaching Profession.

In this model, selected teachers continue primary responsibilities in classrooms but reduce their teaching load by 20 percent. Remaining time is spent on training new teachers, improving instructional strategies, developing new curricula, or participating in other school improvement activities.

Eventually, Oakland's teachers should assume a level of responsibility equal to that of the administration for the professional competence of the district's teaching staff. In time, teachers would assume joint responsibility for selecting new teachers, participating in tenure decisions, and sitting on peer review panels making recommendations for career ladder promotions.

Recommendation 2: Improve Teacher Working Conditions

During Phase 1 of the strategic planning project a selected sample of 300 representative teachers reported on working conditions in Oakland. Their opinions provided guidelines for improving the effectiveness of Oakland's teachers. Although they reported extremely low morale, they were able to identify potential areas of improvement. Unless working conditions substantially improve, Oakland will continue to lose large numbers of exceptionally well-trained and committed teachers.

Three actions will substantially improve the working conditions of Oakland teachers and simultaneously provide them with guidance and support necessary to maintain high quality instructional standards: (1) provide adequate instructional materials, (2) involve teachers in school decision making, and (3) continue improving teacher salaries.

Action 2.1. Provide Adequate Instructional Materials and Support Services

Thirty-two percent of Oakland teachers report inadequate textbooks and instructional supplies. An additional 38 percent indicate that students would learn more in their classrooms if they had better access to up-to-date textbooks, suitable instructional aides, and clean, safe classrooms.

Oakland teachers deserve access to the best textbooks

and instructional materials. Supplies and books should be available in every Oakland school at least a week before school opens each fall. Classroom furniture, duplicating equipment, and clean, well-lighted work spaces should be available to each teacher. Supplementary materials such as maps, globes, workbooks, simulations, software, and video equipment should also be accessible.

Action 2.2. Involve Teachers in School Decision Making

Oakland students would learn more if teachers were more involved in school decision making. Teachers and administrators in closest contact with students will make the best decisions in improving instructional programs. However, teachers will not willingly implement those programs unless they have an authentic voice in making them.

Interviews and surveys of teachers indicate a strong desire to increase their decision making roles. Schools benefit if teachers:

- o participate in school goal development
- o assist in selecting new teachers
- o create student routines and discipline policies
- o assist in assigning students to classes
- o develop curriculum
- o organize the school for effective instruction
- o participate in school-wide problem solving

Increased school-site decision making implies a restructuring in the management of Oakland schools. In most Oakland schools, formal top-down management has not proven effective. A principal's "span of control" is too large to provide the careful supervision that teachers need. Instead, principals should be trained to utilize teachers in leadership roles.

Action 2.3. Continue Improving Teacher Salaries

Salary agreements reached with teachers in early 1986 provide substantial progress toward more equitable compensation for Oakland's teachers. Figure 3 compares beginning, mid-point, and upper salary levels of Oakland

Figure 3

Teacher and Administrator Salary Comparisons,
Selected California School Districts

	<u>Teacher Salary</u>			<u>Midpoint Teacher Salary as % of Admin Salary</u>				High Teacher Salary as % of Dist Office <u>Midpt Salary</u>
	Low	High*	Midpoint	Elem Prin	Mid Prin	High Prin	Dist Office	
Oakland	\$19,159	\$36,378†	\$27,768†	0.63	0.63	0.58	0.54	0.71
San Francisco	21,175	36,995	29,085	0.76	0.64	0.63	0.56	0.71
Los Angeles	20,298	37,679	28,989	0.59	0.56	0.53	0.44	0.58
Stockton	20,402	36,427	28,415	0.68	0.64	0.57	0.61	0.78
Fresno	20,265	33,180	26,723	0.66	0.63	0.56	0.55	0.68
Sacramento	20,571	36,698	28,635	0.71	0.71	0.60	0.60	0.77
San Jose	20,266	36,957	28,612	0.66	0.60	0.56	0.53	0.68
Averages	\$20,305	\$36,331	\$28,318	0.67	0.63	0.57	0.55	0.70

* With M.A., M.S., Ed.D., or Ph.D. and longest service

† Includes 7% annuity

Note: Based upon data available in 1986.

teachers with those in six other large city school districts in California: Los Angeles, Fresno, Stockton, San Jose, San Francisco, and Sacramento. Figure 3 demonstrates that Oakland is now substantially comparable at the mid-point and upper salary levels.

A difficulty remains at the entry level. As stressed repeatedly in "Schooling in Oakland: The Challenge," and in keeping with recommendations described here under Good Teaching, Oakland needs to employ hundreds of new teachers in the next four to five years. Some of these new employees will be experienced, and thus the mid-point salaries will advantage the Oakland Unified School District. However, it is also likely that many of the new employees will be hired at the entry level. Consequently, in order to be able to attract the most able individuals from an available pool, it will be important in the not-too-distant future for Oakland also to strive to elevate its entry-level teacher salaries.

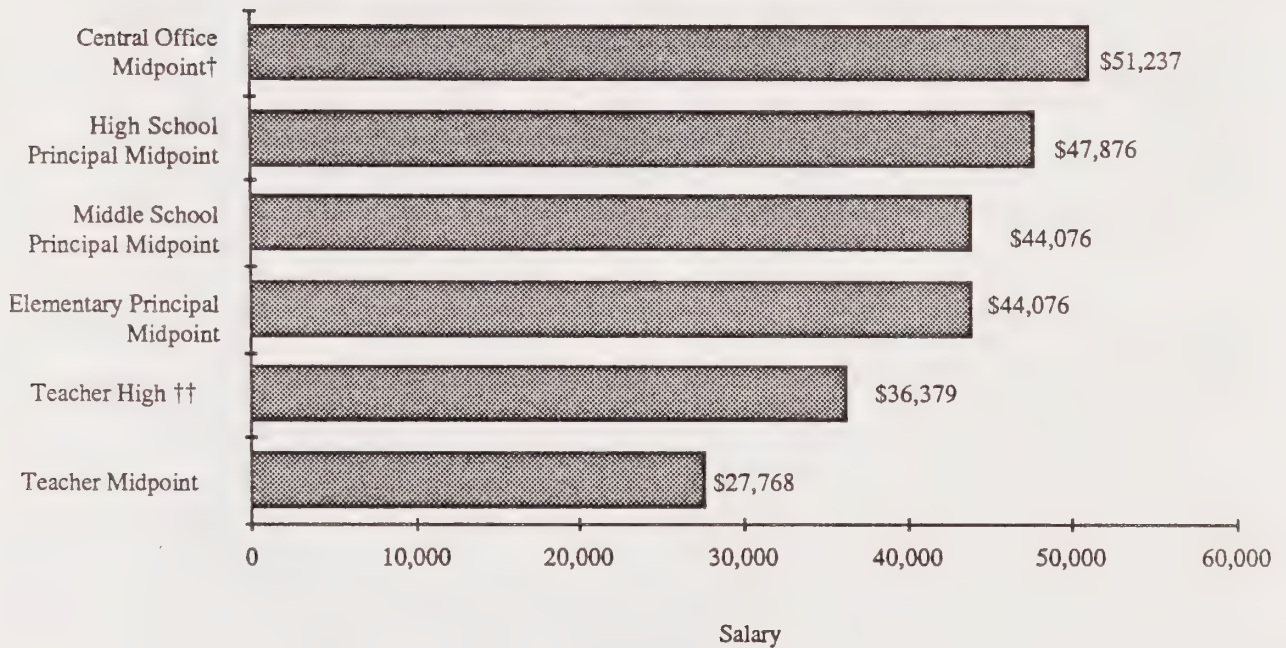
Figures 3 and 4 also display another salary-related problem which Oakland should strive to overcome. Displayed here are teacher salaries as a percent of principal salaries and as a percent of central office administrator salaries. It is evident from these data that the financial incentive system in Oakland, as with most public school systems in California and the United States, is to attract individuals from instructional responsibilities or even from school site instructional management, into administration, particularly central office administration. In keeping with the career ladder recommendations contained under Good Teaching, Oakland must, over time, reverse this incentive system so as to make clear that being a good teacher and an able school principal, also contain rewards, and that one need not leave the school site, either as an instructor or an instructional manager, in order to earn a high salary.

Recommendation 3. Actively Recruit New Teachers

"Schooling in Oakland: The Challenge" projected a five-year need for approximately 1,000 additional teachers. Recruitment, training, and appropriate rewarding of talented instructional professionals can markedly improve the educational opportunities available to Oakland public school students.

A recruitment effort of this magnitude, if an emphasis is to be given to highly qualified individuals, will not be easy. Of necessity it should involve cooperation with major teacher training institutions in the Bay Area. With substantial lead time, it would be possible for these

Figure 4
**Comparison of Oakland Teacher,
Principal, and Central Office Salaries**



† Midpoint salary = (Lowest Step + Highest Step)/2 [For all instances except Teacher Midpoint which = (Lowest Step + Highest Step††)/2]

†† Highest step on salary scale with M.A. or M.S., Ed.D., or Ph.D., and longevity bonuses.

Note: Based upon data available in 1986.

institutions to tailor their teacher preparation programs to many of Oakland's specific personnel needs.

Oakland's teacher recruitment efforts are advantaged now by recently negotiated higher salaries and benefits. This is an opportunity upon which the district should capitalize.

Action 3.1. Develop a Recruiting Plan

Prepare a recruiting plan targeted at graduates of California teacher training programs, experienced teachers who have left the profession, and qualified out-of-state teachers. This plan should be developed in concert with the district's public information office. Promotional approaches might include brochures, organized word-of-mouth campaigns, face-to-face recruiting on college campuses, and other conventional non-profit organization marketing strategies.

Action 3.2. Develop a Higher Education Compact

Design an internship program in consort with at least one major Bay Area college or university. This program should offer teacher candidates stipends and close support from master teachers in exchange for assuming instructional responsibilities in Oakland schools. Suitably qualified teacher candidates may serve as classroom teachers and receive beginning teacher salaries.

Action 3.3. Recruit Nationally

Develop recruiting strategies that attract leading graduates from teacher training programs across the nation. Presently, Oakland is handicapped in recruiting new teachers from local colleges and universities because of low starting salaries and difficult working conditions. However, candidates from the Midwest and the South may be attracted by the cosmopolitan setting of the Bay Area.

The Los Angeles Unified School District recruits successfully outside California. A similar effort from Oakland may attract some of the best teachers in the nation. Of course, procedures must be established which ensure that out-of-state candidates are at least as well qualified as California-trained candidates.

Action 3.4. Support Principal Entrepreneurship in Recruiting Teachers

The quality of teachers constitutes the single greatest resource available for improving schools. Principals know this; and, if given opportunity and support, they will seek far and wide to attract the most capable new and career teachers to their schools. Oakland principals should be encouraged to identify and recruit qualified teachers.

Recommendation 4. Appropriately Orient New Teachers

Oakland should develop an orientation and support program for new teachers. Each new Oakland instructor should receive a comprehensive orientation to the district. Since a newly employed but dissatisfied teacher may leave the district, new teachers should be treated with particular dignity and concern. In addition, assigning teachers to schools by May of the spring preceding their fall teaching and linking new teachers with experienced colleagues will facilitate entry into Oakland's schools.

Action 4.1. Make Teacher Assignments to Schools by May

Many Bay Area districts assign new teachers to schools and programs by the end of May, allowing teachers ample time during the summer to plan and organize. In contrast, Oakland has habitually assigned teachers at the very last moment, frequently the day in September before school starts. New Oakland teachers should receive their assignments at the earliest opportunity.

Action 4.2. Link New Teachers with Experienced Teachers

The district should develop a peer training program that enables experienced Oakland teachers to help new teachers. This program will identify master teachers who have the interest and ability to help new teachers. Master teachers should receive a stipend and released time from their own instructional duties. This effort might include "Mentor Teachers" as defined in Senate Bill 813, but should not be limited to them. Each new Oakland teacher should be assigned a master teacher.

III. GOOD MANAGEMENT

"Schooling in Oakland: The Challenge" stressed that Oakland schools lack a chain of professional accountability. The former school board did not hold the superintendent sufficiently accountable for achieving a clearly defined set of objectives. The administration does not hold principals adequately accountable for the performance of schools, principals do not effectively supervise teachers, and teachers are not held professionally accountable for student performance.

Staff members that are not held accountable to mutually agreed-upon professional standards are effectively "out of control." Rather than setting achievable objectives and holding school site staff responsible for meeting these objectives, central office personnel attempt to control by promulgating detailed programs and policy in a top-down fashion. Since individuals and school sites are not held professionally accountable, central office administrators have tried to force accountability by specifying new program after new program without sufficiently effective means for ensuring that these programs are properly implemented.

Rather than proposing a detailed systemwide academic plan that (1) may not be implemented and (2) may not be appropriate for all schools in such a diverse district, Oakland should provide school site staff more authority to choose methods they will use in meeting specified outcome objectives to which they will be held accountable by a slim central administration (Figure 5).

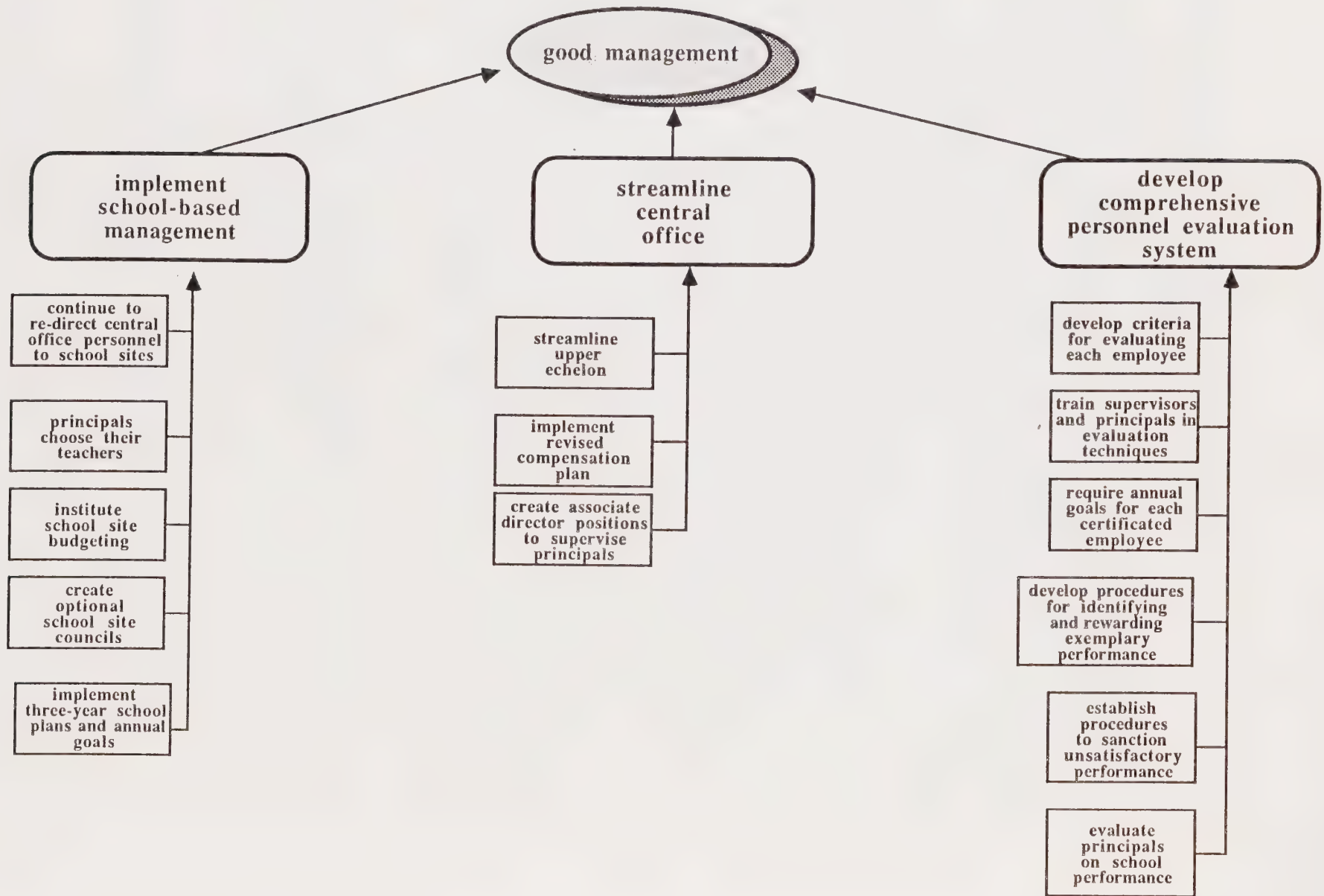
At first glance, this may seem contradictory. Why give school site staff more leeway if they are "out of control"? The response is that teachers and principals are professionals who should possess the skills and creativity to meet a realistic set of goals for improving the performance of students.

Such a system will work only if:

1. School site and central office staff cooperate to create a set of realistic and mutually agreed upon objectives for school improvement.
2. School site administrators are granted the administrative authority and discretionary resources necessary to achieve progress towards these goals in

Figure 5

Recommendations Regarding Good Management



a manner they deem appropriate to their particular school and student body.

3. Organizational incentives and consequences are used in a fair but firm manner either to reward or penalize school site staff for progress or its lack.

Thus, good management and professional accountability can be enhanced in Oakland, and the following are critical features of such a system.

Recommendation 5. Implement School-Based Management

Good teachers, involved parents, and central office administrative support are all crucial ingredients for creating a good school. However, an effective principal is the key component of any strategy for school improvement. The diversity of Oakland's schools requires different strategies for different schools. Principals should be ceded authority to choose an appropriate strategy for school improvement, but they should also be held accountable for their school's performance.

An alternative system, School-Based Management, should replace Oakland's current centralized system. Under school-based management, a principal is considered the chief executive officer of each school and is granted appropriate authority for school management, as much authority as is allowable under state and federal law.

Action 5.1. Continue to Redirect Central Office Resources to School Sites

Principals cannot be held accountable for school performance unless they have resources and the flexibility necessary to implement their strategies for school improvement. Thus, this report recommends that both resources and decision-making authority be decentralized to the greatest extent possible. In fact, all current central office functions, except those for which there is a clear reason for centralization, should be either redirected to school sites or placed on a "cost center basis" (see below).

The only functions that should remain in the central office under this school-based management system are those which fall into one of the following four categories:

1. Economy of scale. Functions for which there is a clear economy of scale (the unit price declines when more units are handled centrally) should be centralized.

Many financial functions such as payroll, accounting, and auditing belong in the central office. It would not now be efficient to have a separate payroll clerk and accountant at each school (technologies may eventually make decentralized financial systems more attractive).

2. Policy planning and development. Long-range planning, forecasting, and policy development functions of the district are properly centralized.
3. Policy assessment and outcome measurement. Units that measure student achievement and assess progress toward school and district goals are part of the central office (school sites should not be able to control the information on which they are individually evaluated).
4. Training and support. New principals, teachers, and staff should be able to turn to central office personnel for advice and support when needed. However, teacher support should be provided on a "cost center basis."

Using "Cost Centers" to Implement School-Based Management. One method of redirecting central office resources to school sites without actually dismantling all central office departments is to put selected service-oriented departments on a "cost center" basis. This can operate by distributing funds for a particular service, now provided by the central office, to principals based on a rational formula (e.g., so many dollars per pupil). A principal then has an option to take these categorical funds and "purchase" the service from the central office. However, if the principal believes that this service can be provided more efficiently or effectively by a private consultant, university, corporation, or other outside agency, then the principal is free to contract with such an organization.

The unit of the central office placed on such a cost center basis must now satisfy the preferences of its clients--school site personnel--in order to maintain its continued existence. If the unit is competitive and competent in providing services, then school sites will purchase its services and guarantee its existence. If not, the unit should be phased out. (Specifically, a central unit's budget for the following year should be dependent on how much of its services were purchased in the current year. An able central office "core service" administrator might even obtain funding commitments for future years from

principals and thus be in a position to plan efficiently how much work and staff would be needed in advance.)

Action 5.2. Principals Should Choose Their Own Staffs

Principals should be able to choose their teaching and management staff. New teachers should not arbitrarily or centrally be assigned to schools. Instead, a principal should be given an opportunity to choose new teachers from a large pool of available candidates. If the district does not provide an adequate pool of applicants, a principal should be able to recruit new staff on his or her own. It is unfair and impractical to hold principals responsible for productive management of schools if they have insufficient control over personnel assigned to instruct.

Action 5.3. Institute School Site Budgeting

To be effective chief executives, principals must, in addition to decisions about personnel, have discretion over resources. They also must be accountable for the manner in which they allocate resources. The mechanism that facilitates such action is school site budgeting.

A school's revenue, consistent with state per pupil funding formulas, is credited to its account. A standard amount, e.g., ten percent, is allocated for school district central office support. Thereafter, whatever aggregate funds a school generates by virtue of its enrollment, pupil characteristics, and entrepreneurial activities is credited to its account and under its spending discretion.

Immediate questions come to mind regarding teacher salaries and districtwide collective bargaining agreements. Fortunately a technology exists which facilitates equitable solutions. A crucial concept is that of an "instructional unit." An instructional unit, in effect, is an amount of money sufficient to cover the salary of a teacher; it can be thought of as an amount equal to the average teacher salary in the district. A school is eligible for an instructional unit based on its enrollment, e.g., one instructional unit for every 20 students. How a school actually allocates such funds received is at the discretion of the principal, with the advice of the school site advisory council. Also, a principal, as is obvious, cannot violate state law or district policy regarding maximum class sizes or other related regulations.

Imagine a school that either through enrollment growth

or teacher attrition had a discretionary instructional unit. The principal can request advice from optional school site advisory councils (see below) regarding allocation of funds. A decision might be reached to employ a teacher, or two aides, or use the funds for a librarian, field trips, and the like. The important point is that those at the school--parents, professionals, and the principal--are the decision makers.

Keeping accurate and timely records for each school's funds is now technically feasible. Moreover, schools should be permitted to carry over funds from one year to the next. This is crucial in establishing incentives for higher performance. For example, budgeted funds for substitutes, if not expended in a year, would be carried over. Teachers then can decide how to use this money for their students' benefit in a subsequent year. Similarly, if a principal overspends, then the deficit is deducted from the school's discretionary funds available for the subsequent year.

Action 5.4. Create Optional School Site Advisory Councils

Although the operation of a school under school-based management is at the executive discretion of the principal, this report recommends that principals create school site advisory councils. These can consist equally of parent and professional educator representatives. Mechanisms exist for ensuring equitable representation of both groups. The council's prime purpose is to advise the principal on decisions regarding matters such as teacher selection, resource allocation, student discipline policy, and program planning.

The council's role is to advise. Its members do not have operational authority. To make councils more than advisory violates the professional accountability of a principal. The council certainly can be heavily consulted when a principal's performance is being assessed.

The purpose of school advisory councils is to assist in shaping federal, state, and district policies to local school circumstances. Also, councils are important actors in the planning and evaluation cycles mentioned below.

Action 5.5. Implement Three-Year School Improvement Plans and Annual Goals Consistent with These Plans

The key to having a chain of professional accountability is having achievable goals that are mutually

agreed upon by school sites and central office administrators. Progress toward these goals then becomes an integral part of the evaluation of school site executives.

Because one year is too short a period for a principal to reform a low-performing school, and three years is too long for parents to wait for improvement, goal-setting is better done in two parts:

1. A rolling three-year plan for school improvement should be required of each principal. The plan should be developed in consultation with parents and teachers, but a central office associate director (see Action 6.3) would be responsible for final plan approval.
2. Annual performance goals should also be specified for each school. This would provide parents and administrators with benchmarks against which to assess progress toward three-year plan objectives.

Recommendation 6. Streamline Central Office

A reorganized and streamlined central office removes unnecessary layers of bureaucracy and places principals closer to the superintendent in a direct line-reporting relationship. This both frees resources for schools and creates a more accountable structure.

Action 6.1. Streamline Upper Echelons

A proposed organizational structure (Figure 6) streamlines the Oakland central office upper echelon.

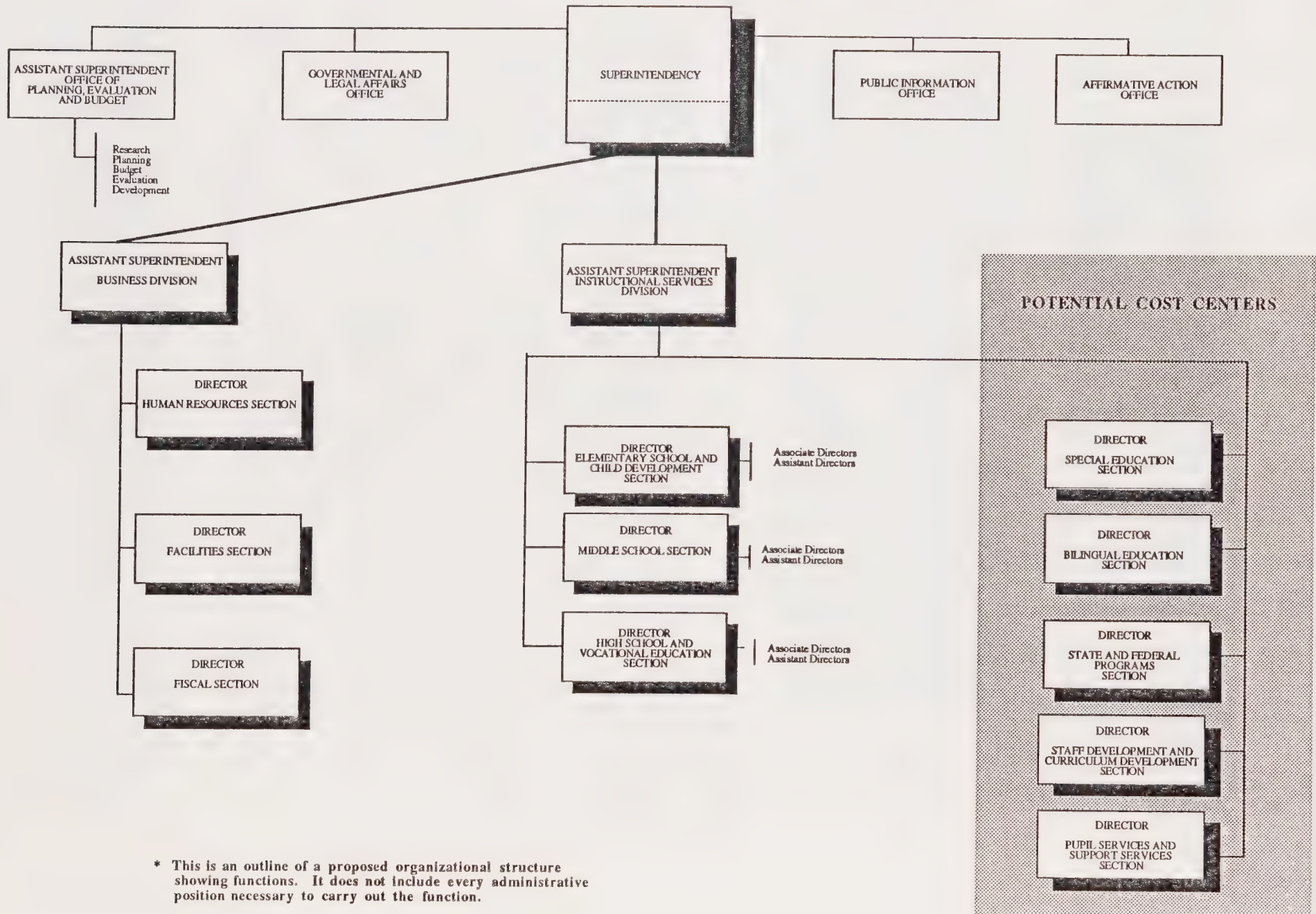
Major recommended changes are as follows:

- o The deputy superintendent position becomes optional
- o Utilize only three assistant superintendents
- o Consolidate administrative functions
- o Provide principals with closer supervision

"Schooling in Oakland: The Challenge," provided dramatic evidence regarding Oakland's large central office administration. The district has taken steps to begin streamlining in this regard. However, the problem is not one simply of numbers. It is also the case that the district administrative structure is

Figure 6

Proposed Central Office Administrative Structure, Oakland Unified School District*



* This is an outline of a proposed organizational structure showing functions. It does not include every administrative position necessary to carry out the function.

confusing and does not sufficiently signal the significance of schools in the fulfillment of the district's major purpose: instructing students. In order to simplify the district's administrative structure, a realignment should be undertaken such as that displayed in Figure 6.

This proposed restructuring contains several significant features. First, it leaves the decision regarding a deputy superintendent position to the chief executive officer, the superintendent.

The superintendency often lends itself to a dual structure, a closely cooperating team of superintendent and deputy superintendent. In a district as large and varied as Oakland, the superintendent performs many functions requiring him or her to interact with the entire community. For example, government agencies, interest groups, and the media frequently communicate with the district through the superintendent. It is the superintendent who provides much of the leadership, vision, and direction for the district. A dual office allows a superintendent to concentrate on these responsibilities while a deputy superintendent tends the district's internal management. The deputy superintendent would be responsible for overseeing major financial and operational functions of the district. Naturally, a dual superintendency requires a high degree of collaboration between the two officers.

On the other hand, some chief executives do not desire any administrative layers between themselves and their major line officers. They wish direct contact. Under such an arrangement, a deputy is inappropriate. Because of these legitimate differences in management style, the choice to utilize or not utilize a deputy should be left to the superintendent.

Reporting directly to the superintendency should be four staff support offices, all of which provide essential information and expertise that allow the superintendency to carry out its functions. The Office of Planning, Evaluation, and Budget headed by an assistant superintendent should become the district's central source for vital planning leadership. The offices of Public Information and Affirmative Action should be led by officers, a title reflecting their importance to the district but which also acknowledges that their contributions are of a more narrow and technical nature than those of assistant superintendents. We also recommend that the OUSD establish a new Office of Governmental and Legal Affairs to provide the district with expert analysis on pending legislation and

to coordinate legal services. The support staffs for these offices should remain small.

The structure below the level of the superintendency should be divided into two major divisions, one devoted to the operation of the district's business and personnel-related activities, and the other devoted to the delivery of the district's instructional services and special programs.

The Business Services Division should be composed of three sections: Human Resources, Fiscal Services, and Facilities, each headed by a director. Certain budget functions, particularly those associated with planning and forecasting, should be moved from the fiscal section to the Office of Planning, Evaluation, and Budget. Otherwise, each section's departments should remain as presently configured, pending closer scrutiny by appropriate directors.

The Instructional Services Division should be composed of eight sections divided into two groups. A school operations group should consist of elementary school, middle school, and high school services. Child Development centers should be linked administratively to elementary schools. A special programs group should be made up of special education, bilingual education, state and federal programs, staff development and curriculum development, and pupil and support services sections. This permits an assistant superintendent to coordinate efforts of both groups while recognizing their separate concerns. An Assistant Superintendent for Instructional Services should endeavor to create a division that acknowledges preeminence of the school operations function and that delivers essential special programs to schools in an efficient and effective manner. Special program services are likely candidates to be put on a cost center basis.

The high school, middle school, and elementary school sections should be staffed with sufficient administrators (associate directors) to permit close support and evaluation of school principals (see Action 6.3). We recommend a span of control not to exceed ten principals. All other departments in the sections should be staffed by assistant directors.

Each director will have considerable authority, under the coordination of an assistant superintendent, to develop goals and objectives for the section and to establish appropriate districtwide programs. Resources for district functions which are more cost effective when performed by the central office, such as pre-service and inservice training of school site administrators, should be allocated

sections. In contrast, resources for services to children should, within three to five years, be dispersed to school sites to be budgeted and spent by principals. Curriculum services should be closely coordinated through elementary, middle, and high school sections to meet district and school needs for curriculum.

Whatever modifications to the organizational structure the district undertakes, a guiding principle should be improvement of instructional services at schools. All district functions exist to support instruction. The organizational structure should reflect this principle and should maintain direct and unambiguous lines of communication between schools and the highest management levels of the district.

Action 6.2. Implement a Revised Compensation Plan

The district should develop a comprehensive administrative compensation plan that is internally consistent, externally competitive, and that is related to the significance and difficulty of individual positions. Such a plan would serve to attract and motivate district administrative personnel while minimizing grievances and turnover. The plan should be adopted by the board and should be made available to all administrative employees.

The plan should include guides that describe position responsibilities in detail. A guide should also outline authority relationships with other positions, define whether a position is a line or staff function, and delineate clearly a position's level in the overall structure. A position guide should also describe experience, preparation, qualifications, and skills necessary to perform successfully.

A revised compensation plan should set a minimum and a maximum salary band for each position. It is imperative that salary bands be tied to the nature of a position--its responsibilities, span of control, and proximity to instructional functions--and not to qualifications of current position holders. Salary increments within each band should reflect increasing responsibility and performance levels; advancement within a band should not be tied automatically to length of service or to acquisition of additional academic degrees. The salary band for directors, for example, should differentiate between one director who supervises a large number of personnel and who is responsible for a large budget, and another director who oversees a relatively small operation.

The revised compensation plan should counteract potential "site flight" by paying particular attention to the position of principal. The current plan does not sufficiently value the executive function and importance of principals (see Figure 4). The district should begin to use principals as true executive officers, and it should compensate them accordingly. Increasing authority and responsibility of principals will necessitate an eleven-month work year. The district should appropriately increase salaries to reverse current incentives that encourage ambitious and effective principals to seek central office positions.

A revised principal compensation plan should set salary levels so that the median principal's salary will be higher than the median assistant director's salary; only associate directors and above should be paid more than principals. Placement within the principal's salary band should be related to individual school size and grade level in order to reflect appropriately wide differences in responsibilities.

Action 6.3. Create New Position of Central Office Associate Director

A major objective of these recommendations is to create a manageable span of control over principals. A new series of central office associate director positions should be created. At the elementary level, there should be six associate directors, each responsible for ten elementary schools. At the secondary level, there should be four associate directors, two for middle and junior high schools and two for senior high schools.

Each principal should report to one, and only one, associate director. These officials should be responsible for (1) central office evaluation of principals, (2) approving school-developed objectives, and (3) the general performance of each school. The limited number of schools involved (maximum of ten per associate director) allows associate directors ample time to attend both to central office duties and to undertake frequent visits to their schools. Thus, when it is time to evaluate principals, these administrators should have a working knowledge of what actually transpires at a principal's school.

In addition, since this strategic action plan proposes ceding many new administrative functions now performed by central office staff to principals, associate directors should be depended upon either to obtain or provide

appropriate training for those principals who request extra support.

Recommendation 7. Develop a Comprehensive Personnel Evaluation System

Oakland should create a rigorous and fair performance evaluation system for all staff. In particular, new systems for evaluating teachers and administrators should be implemented.* The following actions outline the basics of a good personnel evaluation system. While it may be true that on paper the district personnel procedures already incorporate many of these elements, current district evaluation mechanisms are not successful in encouraging high staff performance and remediating poor job performance. Good management requires employee accountability. Accountability can only be achieved with successful evaluation techniques.

Action 7.1. Develop Criteria and Timetables for Evaluation of Each Employee

Every employee should know what is expected, how job performance will be measured, and how often it will be evaluated. Criteria against which job performance is measured should be standardized and observable. Every position should have a set of criteria known to both the employee and supervisor.

For example, performance criteria for a teacher might include the following. A teacher should:

- o communicate effectively with students
- o identify students' capabilities
- o organize instruction around objectives
- o select appropriate learning content
- o provide students with specific oral and written evaluations

*Oakland recently implemented a new procedure for evaluating managers. While this is a step in the right direction, more thorough administrator evaluation procedures still need to be developed.

Once criteria are established, the supervisor has specific guidelines against which to evaluate job performance.

Effective management also requires evaluation timetables. Evaluation needs to be sufficiently frequent that employees are held accountable for their performance. Systematic evaluations also have the benefit of forcing a manager or supervisor to be more involved with employees and thus to be in a more knowledgeable position about job performance.

Therefore, it is recommended that a timetable be established for each professional position providing both employee and supervisor advance notice of dates and methods by which supervision will occur. New employees, or employees in new positions, should be placed on a probationary schedule with systematic evaluations. Similarly, employees having difficulty meeting specific performance criteria for their positions should be placed on frequent evaluation schedules.

Action 7.2. Train Supervisors and Principals in Evaluation Techniques

For a personnel evaluation system to be effective, evaluators need to be properly trained. This ensures consistency within a system. For example, a principal or supervisor of teachers must have skills in:

- o classroom observation
- o conducting pre- and post-observation conferences with teachers
- o analyzing teaching performance and developing coaching and counseling strategies for feedback
- o lesson analysis (so that classroom curricula match school and district curricula)
- o assisting teachers to meet job improvement targets and high expectations for the next evaluation cycle
- o monitoring and analyzing achievement and needs of students in order to recommend necessary changes in instruction

Action 7.3. Require Annual and Semi-Annual Goals for Employees and Their Supervisors

A key to inducing higher staff performance is having mutually agreed-upon goals. Such goals should be specified on an annual basis at a minimum. Semi-annual or even quarterly goals provide more direction and accountability for new and probationary employees.

Every semester, each employee should be required to have a formal performance appraisal conference with his or her supervisor. This conference should assess progress toward goals established in the previous conference and set new goals for the next semester period. A supervisor should provide employees with a written assessment and employees should provide written responses. Under these circumstances both employee and supervisor should establish a set of realistic goals for the next semester.

Written goals eliminate ambiguity regarding supervisor expectations. They also enable a supervisor to align employee goals with the goals and plan of the supervisor's school or unit.

Action 7.4. Develop Mechanisms for Identifying and Rewarding Exemplary Performance

A system driven only by threats and penalties may eventually fail. A system in which exceptional performance is rewarded and able performance is encouraged is more likely to succeed. However, establishing a reward system with appropriate incentives for teachers is not a simple task. For example, monetary rewards for test score gains may actually do more harm than good by encouraging teachers to teach "for the test," rather than teaching desired conceptual skills.

Teachers should be treated as professionals. As such, all teachers should be expected to meet high standards. However, there should be rewards for those teachers who clearly exceed standards. A career ladder and other reforms discussed in this report are methods for creating such incentives. Even in the absence of major reforms, incentives can be established which offer recognition to exemplary staff.

Action 7.5 Establish Procedures for Remediation and Separation for Unsatisfactory Performance

Oakland schools have a reputation for rewarding poor teaching with administrative assignments. Whether or not this is true, the perception must be altered. Poor performance should never be rewarded and low-performing employees should be encouraged to leave the district if improvement is lacking.

An effective goal-setting and performance evaluation system will assist in eliminating low performance. Goals and one's failure to meet goals will be documented in written files. It then becomes a supervisor's responsibility to remediate these difficulties. Training, counseling, and other staff-developing activities should be undertaken and documented. If an employee fails to respond to remedial assistance after a reasonable time, then a supervisor should take appropriate steps toward dismissal. A supervisor should have to secure the district's full backing or else accountability disintegrates. (If district managers believe a supervisor is making wrong decisions, then the supervisor should be removed.)

Action 7.6. Tie Principal and Manager Evaluations to Performance

School-based management will only be successful if there is accountability. Such accountability can only be created if principals are held responsible for the performance of their schools, coordinators are held responsible for their principals, and the superintendent is held responsible for the entire district's performance. Thus, evaluation procedures for principals and managers should be explicitly tied to school or unit performance. Of course, not all schools can be expected to perform at the same level, but all schools can be required to have annual goals consistent with per-year school improvement plans. Every principal should demonstrate annual progress.

The recommended mechanism for instituting evaluation procedures is the performance contract. Top management, from principals to the superintendent, should be placed on three-year performance contracts. Conditions for renewal of the contract can be explicit school performance criteria such as student achievement improvement or degree of parental satisfaction (as measured by opinion polling methods).

IV. GOOD POLICY

On balance, the Oakland Unified School District presently lacks the capacity to develop and implement effective solutions to problems. Although board members and school officials have developed management improvement policies, such as the Standards of Achievement and uniform curriculum and grading, a prevailing attitude among Oakland school employees and clients is that district change efforts are short-lived and ineffective.

For Oakland's schools to become more effective, policy processes must be improved. The Board of Directors has the major leadership role in transforming the district from an organization mired in cycles of ineffectiveness to one focused and acting effectively to obtain an excellent education for all Oakland children.

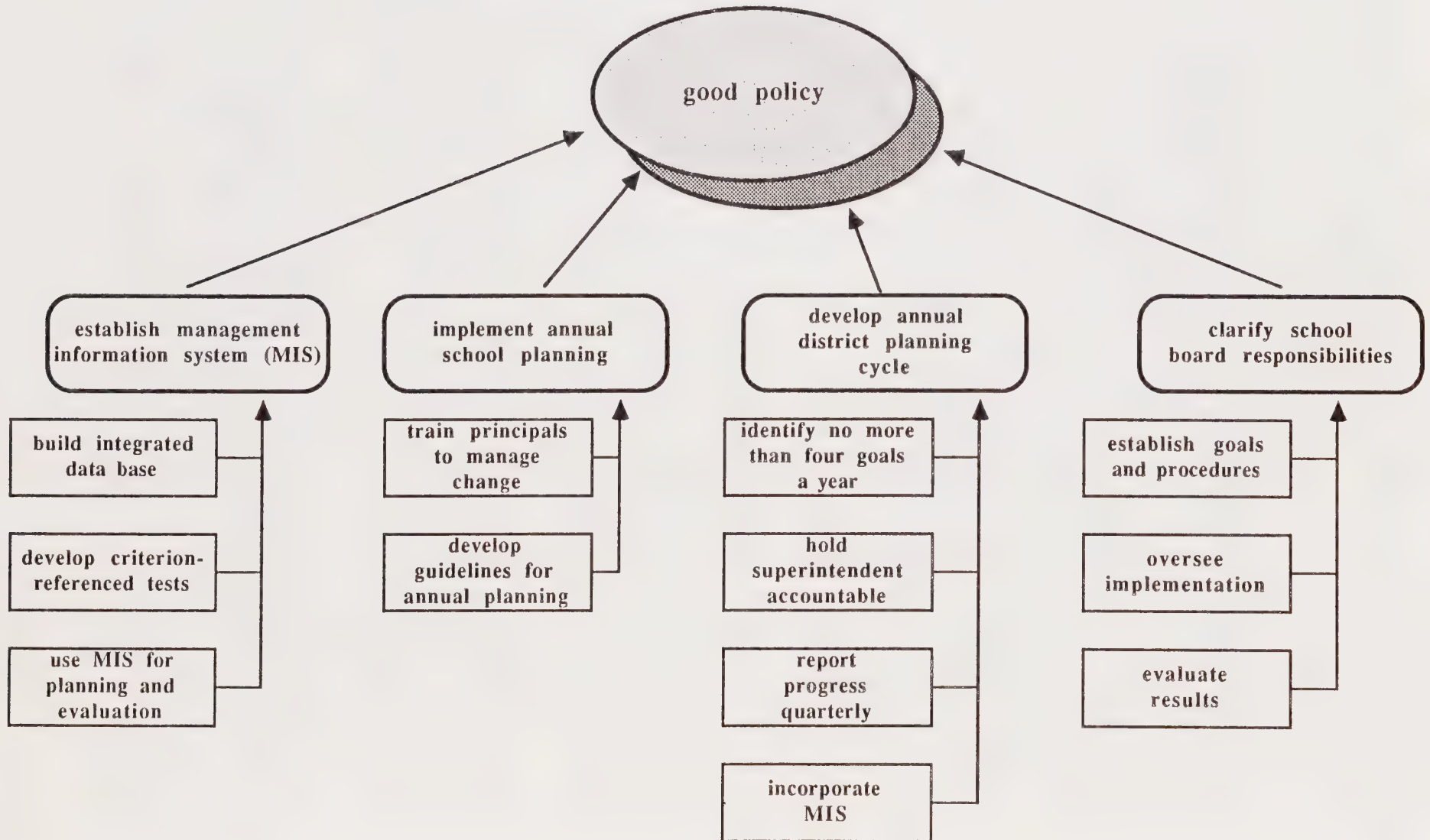
The Board of Directors must tenaciously pursue improved student performance and enlist the entire community's energy and creativity in the effort. It cannot rely on a single doctrinaire prescription when student needs in the district are so diverse. Board members themselves must be accountable for describing a vision of excellence, for supporting only the leanest and most efficient central office administration, and for empowering school site staff. Realistically and ethically, the board can hold professionals accountable only if it provides them authority to decide and act, and resources to meet the reasonable expectations of students and their parents.

Good policy is more likely if those who must implement decisions are more closely involved in making them. Hence, this report recommends that Oakland continue to streamline its central administration and concentrate authority and responsibility for decision making at school sites. Four specific recommendations are offered to improve the school district's policy (Figure 7).

These four actions will build Oakland's capacity as a self-renewing district, that is, to enhance the district's ability to solve problems and to plan and implement educational improvements. In a self-renewing organization, employees at every level are involved in improving performance, morale is high, and people are proud to be part of the organization. Problems are identified and solutions constructed and acted upon in a timely manner. Planning happens regularly, is taken seriously, and is supported with

Figure 7

Recommendations Regarding Good Policy



resources. Regular evaluation provides feedback to the planning and implementation processes. Client and staff feedback is incorporated. Individual employee contributions are recognized and rewarded. Those who implement solutions are involved in devising solutions.

Recommendation 8. Establish a Comprehensive Management Information System

The entire renewal process is welded together by a well-designed Management Information System (MIS), automated to the extent that it is feasible and cost effective, which assists in identifying problems, monitoring progress toward solutions, assessing improved performance, and identifying areas where continued improvement is needed.

Currently, a substantial information gap handicaps Oakland's school board members, central office administrators, principals, teachers, and parents. The information gap exists because the school district has few systematic procedures for identifying and collecting policy-relevant information. In addition, Oakland collects too much of the "wrong kind" of information, frequently at too great a cost. It does not collect and integrate information systematically into a data base that can be used to make policy, evaluate existing policies, and plan for the future. For example, the school district does not systematically:

- o project enrollments, revenues, expenditures, or personnel needs
- o use standardized test scores effectively to increase student achievement
- o collect or incorporate in its policy processes opinion poll results from staff, parents, and students

Instead, OUSD collects reams of policy-irrelevant information. For example, it requests every elementary teacher to report to the central office each child's progress by recording, every three weeks, the exact page number in every textbook in which the child is engaged. Therefore it is recommended that Oakland establish a comprehensive, integrated management information system to provide essential policy-relevant material in a timely manner.

Action 8.1. Build an Integrated Data Base

The district needs to collect a range of data in key areas to facilitate policy at different levels of the organization. It must develop systems to collect and analyze relevant data systematically and regularly so that information can be compared over time.

A systematic, integrated data base should contain at least the following types of information:

- o school finance and enrollment information
- o personnel assignments
- o student achievement information
- o public opinion survey results
- o progress reports regarding school improvements

Selected elements of this management information system exist already in Oakland. There are computer programs for recording and compiling selected personnel information. The firm of Deloitte, Haskins and Sells is analyzing financial and budgeting information systems. The district has information elements needed for student achievement assessment, including standardized achievement test data, attendance, and transfer and withdrawal information. At this time, however, data bases are not integrated. For maximum effectiveness, separate data bases must be merged into a systematic management information system.

The range and types of student achievement data provide a good example of how information can be utilized readily in a management information system. Parents, teachers, principals, administrators, board members, community members, State Department of Education officials, and legislators use student achievement information to plan and allocate resources, and to evaluate policies and performance. Clearly the same types of information will not suffice for the different audiences who use information for different purposes.

Teachers need detailed information about individual student achievement in order to diagnose learning problems, evaluate their own instructional effectiveness, develop appropriate learning strategies and curricula, and make decisions about pupil promotion.

Parents want to understand their children's performance and compare it with that of others in the class, the district, and the state. They want to compare the effectiveness of different schools in order to choose a school for their child.

Principals use student achievement data to fulfill their oversight and leadership responsibilities, to plan teacher inservice training, to hire and evaluate teachers, and to make appropriate placements. A principal may utilize individual student achievement scores to recommend special assistance.

District administrators employ school-level and grade-level information on student achievement to evaluate performance of school-level personnel--especially the principal--to allocate resources, to evaluate special programs, and to develop inservice training.

Board members desire student achievement information to evaluate the effectiveness of their policies, to hold the superintendent accountable, and to improve policies on student performance. They may use student achievement information to allocate resources among schools.

State Department of Education officials and state legislators need student achievement information to evaluate the effectiveness of school reform policies and to identify new areas for policy intervention.

In planning a management information system, therefore, the district should establish who needs what kinds of information, for what purposes, on what schedule, and to achieve what ends.

Action 8.2. Develop Comprehensive Criterion-Referenced Tests to Measure Student Performance

Student achievement can be measured in at least four ways: teacher assessment, individual standardized tests, matrix tests, and criterion-referenced tests. Achievement measures that are standardized, quantified, convenient to administer, and comparable are more useful for policy purposes than others. Although parents and students expect teacher assessment to be a major part of performance measurement, standards for letter grades vary among teachers. Oakland currently uses the Comprehensive Test of Basic Skills (CTBS) and California Assessment Program (CAP). These standardized tests can be used to compare Oakland's performance with other districts. They are convenient and

comparable but not sufficiently detailed to assess student mastery of basic skills or to be used for policy and program planning.

Therefore, it is recommended that Oakland develop criterion-referenced tests to measure how well students learn specific skills in the Standards of Achievement. Taken by all students upon completion of a particular unit, these new tests can measure specific levels of skills attained. They can be used to compare performance of students throughout the district. Criterion-referenced tests also indicate which skills need to be retaught for full mastery. Thus, teachers can use the tests for self-assessment as well as student assessment. Principals can use such test results to identify individual teacher strengths and areas where improvement is needed. Administrators can use criterion-referenced tests to evaluate school performance, and board members can use test results to evaluate the effectiveness of district programs and the appropriateness of district standards.

Action 8.3. Use MIS for Planning, Monitoring, and Evaluation

The management information system should be incorporated into all facets of planning, monitoring, and evaluation. It is easily within the current state of the art to construct a management information system to provide district decision makers with information on a school-by-school basis regarding student achievement and attendance, parent and teacher opinion, teacher turnover, teacher workforce characteristics, nature of the curriculum, student enrollment by subject-matter areas, school size, student turnover, and financial resources allocated to schools. Such performance and resource files must be updated on a systematic basis so as to provide school decision makers with current information regarding district status, school by school.

A management information system will also allow a relatively small central office staff to monitor performance of individual schools and provide the support and guidance necessary to maintain high-performing schools and improve poor-performing ones. Properly collected information on student achievement should replace the current uniform curriculum and uniform textbook policies intended to establish comparable performance for all schools in the district. Schools within Oakland are too diverse for one set of textbooks or one set of instructional materials to be used at every site. Such an approach meets the needs of a few schools but misses the mark for most. It also stifles

the creativity and problem-solving capacity of teachers and principals.

A solution to the need for more uniform academic expectation rests in allowing districtwide committees of administrators, teachers, and parents to identify learning objectives. These planning efforts must be given adequate time and resources--effective planning cannot be done on "tired time" after a full teaching day--and can be monitored by the MIS.

The monitoring system for district-level goals and objectives should be continuously updated and routinely made available to board members and managers.

Recommendation 9. Implement Annual School Site Planning

Annual planning at school sites enables parents and professional educators to focus on specific and immediate short-term, localized needs or problems as well as to plan for long-term improvements. Annual planning at school sites which involves the entire staff, parents, and older students also focuses energy and resources for change. Those who will be implementing the plan must be involved in every step from decisions about assessment to writing and implementing the plan. Furthermore, they should be involved in evaluating the success of both the planning and implementation processes. The planning effort should be focused on improving school climate, raising student achievement, and improving teacher morale and parent satisfaction.

Those responsible for leading the planning effort should be well trained in specific techniques to encourage effective planning. Therefore, a comprehensive training strategy should precede implementation of annual planning at school sites. Planning should be followed by additional training, if necessary, and by evaluation of the planning process.

Action 9.1. Train Principals in Change Management and Planning Methods

During the summer preceding implementation of an annual planning requirement, the school board should encourage all principals, those who supervise them, and those likely to be promoted to principal in the ensuing year to be trained in planning methods and the management of change. Further training in planning and change management should be

provided to principals who need additional training as well as to those who are seeking promotion to administrative positions in Oakland. Successful completion of training should be a requirement for promotion to administrative positions in the district in subsequent years.

Action 9.2. Develop Guidelines for Annual Planning

The district should require each school to develop an individual annual plan. Principal, teachers, and parents should be involved in the planning process, either through an established site advisory council or a similarly constituted group of parents and staff. Although the district may wish to suggest a model planning process, each school should be free to develop a process that is effective in its specific community. In a district as diverse as Oakland, one process cannot be expected to be effective in every school, just as one set of textbooks cannot meet the educational needs of all children in the district. All planning documents should meet certain minimum criteria, however. They should be specific, easy to understand, and clearly related to the needs of the particular school. The annual plan should:

- o identify problem areas
- o specify performance goals for the first, second, and third years of the plan
- o describe an implementation plan for solutions

No longer than 25 pages, each plan should be written so that parents and community members can understand it and monitor progress toward its fulfillment. Plans should contain three elements: school background information, priorities for improvement, and an implementation schedule.

Many schools in Oakland already submit yearly consolidated application plans for School Improvement Programs (SIP) or Chapter I programs. Often these plans are merely pro forma documents to secure funds, and they have little impact on school improvement.

In contrast, yearly plans as proposed here focus narrowly on a small set of high priority problems and emphasize likely solutions. Problems identified and solutions proposed should specifically relate to improved student achievement and school climate. In addition, school plans should serve as part of the documentation upon which principals are evaluated. Principals should be accountable

both for the quality of their planning efforts and their success in implementing needed reforms.

The school site planning process should be an integral part of the district's overall strategy to build student achievement. An effective planning process builds trust, problem solving capacity, and results. Successful planning at each school site will enhance the district's overall effectiveness.

Recommendation 10. Institute Annual District Planning

An annual planning cycle should also be established at the district level. There should be a two-pronged approach to planning: long-range planning and annual planning. The cycle should consolidate existing district subcommittees, such as the district Budget Advisory Committee, into one districtwide planning process. Local interest groups and organizations, such as the Oakland Alliance, should be incorporated in this planning cycle.

The planning group, composed of board members, administrators, principals, teachers, and parents, should first evaluate the success of the current year's goals, objectives, and implementation strategies before proceeding to plan for a subsequent year. Annual evaluation should improve the focus and success for the next year's effort. Evaluation should provide feedback to improve the planning process as well as the plan itself. Feedback followed by action to improve the plan will increase the level of trust and the district's sense of efficacy. Each year the long-range planning process should extend the district's five-year strategic plan by one year.

Action 10.1. Identify a Small Number of Goals Annually

Annual goals and objectives should identify a limited number, not more than four, of high priority problems, solutions to which can be initiated within one year. A current example is overcrowded schools. Goals and objectives should be decided upon jointly by administrators and board members, with substantial and systematic contributions from parents, community members, and teachers. Annual goals should form a continuum from year to year so that consistent sustained progress toward improved student achievement can be realized.

Temptation to proceed on many fronts at once should be strictly resisted. Focused attention will bring observable progress, step by step. It will also have side benefits of improving the district's problem-solving capacity, trust, and morale which, in turn, will make the subsequent year's tasks easier. Each year's efforts can build on the previous year's success. Similarly, temptation should be resisted to include problems in the district-wide planning effort that can be more readily solved at school sites.

Action 10.2. Hold Superintendent Accountable

The superintendent should be held accountable both for results and for the quality of the planning effort. The superintendent should be evaluated upon the extent to which he or she:

- o involves board members, district staff, and parents in an accessible planning process
- o makes the planning process a central part of the district's change efforts
- o supports the planning process by making it the focus of his or her leadership
- o conducts annual evaluations
- o annually up-dates the plan
- o keeps the board and public informed of progress in planning and implementation
- o involves the entire district staff in implementation
- o models high expectations for the change effort

The superintendent should be evaluated on the results of the planning effort in at least the following seven dimensions:

- o creation of a plan with a limited number of achievable objectives
- o follow through from year to year in implementing the plan
- o increased student achievement

- o increased parent satisfaction
- o increased teacher morale
- o increased accountability in business services
- o increased teacher and principal performance overall

Board members should schedule semi-annual and annual evaluation meetings with the superintendent to evaluate his or her performance. Quarterly reports described below should form the basis for the board's evaluation of the superintendents's performance. The board's careful monitoring of the superintendent's performance will exemplify Oakland's expectations for increased performance and accountability in its school district.

Action 10.3 Report Progress Quarterly

The superintendent should provide quarterly reports to board members documenting:

- o progress toward a year's goals
- o any unforeseen obstacles to achieving a year's goals
- o measures being taken to overcome obstacles

Quarterly reports should identify:

- o persons responsible for implementation
- o steps being taken to implement objectives
- o tasks remaining to be completed

Each report should indicate percent of the total project accomplished, percent remaining to be done, and quality of results. Interim recommendations for "mid-course correction" should be included where appropriate.

Action 10.4. Incorporate Management Information System

As with school sites, the district plan must be based on data from the management information system, such as degree of parent satisfaction, and quality indicators, such as student attendance rates, staff absenteeism rates, drop-out rates, and achievement measures.

Recommendation 11. Clarify School Board Responsibility

The Oakland Unified School District is a publicly chartered agency. It operates under the authority of the state and its prime responsibility is to the pupils, parents, and citizens of the Oakland community. The school district has as its governing body seven directors. These individuals are elected by the public, one each from seven geographically defined districts within the city.

Legal responsibilities of the board, and its chief executive officer, the superintendent, are specified by statute and influenced by judicial decisions. The school district's financial resources are also established by state action. Within these legal and resource boundaries, the school board is responsible for the overall policy direction of the school district.

The ability of the board of directors to shape delivery of educational services is influenced by a wide range of community circumstances, citizen commitment, wealth, time, and talent. It is also the case that historical events can clearly influence current circumstances.

However, when all of the above is taken into consideration, ultimate responsibility for rendering Oakland's schools more effective, more in keeping with the vision that citizens and clients describe, resides with the board of directors.

There are three major steps which the school board will need to take in order to ensure the district's reform: establish goals, oversee implementation, and evaluate results.

Action 11.1. Establish Goals and Procedures

It is through the school board's specification of goals that the political process appropriately translates public preferences into educational practices. The board undertakes no more important function than setting goals for the district. From an almost infinite array of "good things" to do for students, the board must select a few goals behind which it places its resources.

As Oakland's school board undertakes its future goal setting, there are two conditions it should attempt to meet. First, have an overall vision or picture of the district. What is it that the board desires schools and the school

district to accomplish? Second, the board should realize that an organization which is at once as complicated and as fragile as a public school system cannot concentrate upon many goals at one time and must be given time to achieve goals.

Previously, Oakland's schools have been subjected to an agenda of objectives which was too large, too complicated, and too unstable. The school board should agree upon, at most, four goals for the district and concentrate upon their realization before constructing and pursuing the next set of goals.

Action 11.2. Oversee Implementation

A school board must depend upon its managers to implement policy, particularly its chief executive officer. A board must assiduously avoid attempting to implement policy itself. First, board members seldom possess sufficient operational knowledge to intervene as administrators. Second, direct board operational intervention circumvents and undermines the managerial authority of those employed to implement policy. Third, if board members become directly involved in management, they risk a loss of perspective.

To assert, however, that management should be left to managers alone is not to absolve school board members from any implementation role. On the contrary, the board should set direction, provide incentives for managerial compliance, and engage in systematic oversight activities to assess implementation progress.

Oversight should take the form of requesting quarterly formal reports from the superintendent about reform progress. These reports should be delivered at public meetings such that board members and citizens have an appropriate opportunity to hear and ask questions about reform dimensions. Superintendent reports in this regard should contain measurable information, not impressions and opinions solely.

Action 11.3. Evaluating Results

This report repeatedly stresses the significance of management information. Not only does a thorough management information system enable administrators to manage more skillfully, but it also permits the board to make judgments regarding progress toward goals and evaluation of

strategies. Criterion-referenced test, for example, should serve as major end product indicators for evaluating reform strategies. Also, indicators such as student attendance, parent opinion, teacher attendance, availability of substitutes, collective bargaining grievances, and school violence, should all be embedded in the district's management information system and reports made available to the board so that district progress is recorded.

V. THE COSTS OF REFORM

Overview of Cost Estimates

This report describes 11 recommendations and accompanying actions. Their implementation will require school district expenditures for personnel, materials, and consultants. Estimates of these costs are described below using current Bay Area prices.

The estimates are conservative. Whenever multiple cost estimates are computed, the most expensive alternative is reported. By careful management, Oakland may implement these recommendations at substantially lower cost than those projected here.

Estimates err on the high side for an additional reason. Although several recommendations offer substantial cost savings, these savings have been excluded from this cost analysis. For example, central office reorganization may reduce expenditures by several million dollars per year. Unfortunately, uncertainties associated with these cost savings are too large to allow their use in this analysis.

Good Teaching

Recommendation 1. Added assistance for experienced teachers

1. Improve staff development opportunities

Cost: no additional cost¹. Refocuses current resources

2. Establish school staff development committees

Five to ten teachers per school site, 10 hours per teacher at \$17.00 per hour, ninety schools.

Cost: \$76,500-\$153,000 per year

3. Establish teacher career ladders

Hire one new teacher for each five teachers on 20% release time. Estimate 5-10% of teachers with release time, or 150 to 300. Thirty to 60 new teachers required at \$25,000 each

Cost: \$750,000-\$1,500,000 per year

Total costs Recommendation 1: \$826,500-\$1,653,000 per year

¹No additional cost means that existing staff and district resources are employed within their regular functions.

Recommendation 2. Improve teacher working conditions

1. Provide instructional materials and support services

Maintain current budget, improve management

Cost: no additional cost

2. Involve teachers in decisionmaking

Cost: no additional cost

3. Improve teacher salaries.

Cost: excluded, see page 53

Total costs Recommendation 2: none

Recommendation 3. Actively recruit new teachers

1. Higher education compact

Incorporate teachers on release time described above.
Stipends at \$7,000 per teacher trainee, for 50 teachers
per year.

Cost: \$350,000

2. Recruit nationally

Travel, duplication, postage and mailing, and
advertising

Cost: \$40,000-\$50,000

3. Develop marketing plan

Consultant to prepare plan

Cost: \$10,000-\$15,000

4. Support principal entrepreneurship in recruiting
teachers

Cost: no additional cost

Total costs Recommendation 3: \$392,000-\$403,000 per year

Recommendation 4. Appropriately Orient new teachers

1. Make teacher assignments by May.

Cost: no additional cost, management changes required

2. Link new teachers with experienced teacher

Release time for master teachers (see Recommendation 1, item 3 above). Develop and conduct district orientation program, \$12,000.

Cost: \$12,000 per year

Total costs Recommendation 4: \$12,000 per year

Good Management

Recommendation 5. Implement school-based mangement

1. Central office resources to schools

Cost: no additional cost

2. Principals to choose their own teachers

Cost: no additional cost

3. School site budgeting

Cost: no additional cost

4. School site advisory council

Cost: no additional cost, already in budget

Total costs Recommendation 5: none

Recommendation 6. Streamline central office

1. Moving costs: telephones, files, desks

Cost: \$5,000-\$10,000

2. Revise incentive system

Bring principal salaries to mean of comparison district salaries.

Cost: \$326,000 per year

3. Create associate director positions

Cost: \$540,000

Total costs Recommendation 6: \$867,000 to \$868,000 per year

Recommendation 7. Develop a comprehensive personnel evaluation system

1. Criteria and timetables for evaluation of each employee

Cost: no additional cost

2. Train supervisors and principals to evaluate

Trainers, accomodations: \$5,000. Paid training time for principals: 110 principals and supervisors, 20 hours training, \$28 per hour equals \$61,600

Cost: \$66,000 over 5 years

3. Semi-annual and annual goals for each employee

Cost: no additional cost, refocuses on-going supervision

4. Identify and reward exemplary performance

Average of two teachers per school, 90 schools, \$200-\$400 per teacher

Cost: \$36,000 to \$72,000 per year

5. Develop remediation and separation procedures

Consultant: \$5,000 to \$10,000. No additional development costs. Principal training costs included above. Remediation and separation procedures at \$4,000 per identified teacher, 1% of teaching staff per year, or 30 teachers

Cost: \$125,000 to \$130,000

6. Tie evaluation of principals to school performance, that of managers to unit performance

Cost: Data costs included in recommendations above.

No additional costs,

Total costs Recommendation 7: \$174,320 - \$215,320 per year

Good Policy

Recommendation 8. Establish a management information system

1. Build an integrated data base

Consultant: \$100,000-\$150,000

Release time, duplication, secretarial, other overhead costs: \$50,000

Cost: \$150,000 to \$200,00 over five years

2. Construct criterion-referenced tests

Consultant: \$40,000; release time, \$20,000

Cost: \$60,000 over five years

3. Use MIS for planning, monitoring, and evaluation

Consultant: \$30,000; release time: \$20,000

Cost: \$50,000 over five years

Total costs Recommendation 8: \$32,000-\$62,800 per year

Recommendation 9. Implement annual school site planning

1. Train principals and administrators in change management and planning, in conjunction with training in supervision

Trainers, accommodations \$5,000; release time for principals and supervisors, 110 principals and supervisors, at \$28 per hour for 20 hours

Cost: \$66,600 over five years

2. Develop guidelines for annual planning

Cost: no additional cost

4. Hold principals accountable

Develop and monitor school performance data base: consultant: \$5,000; install and monitor system: \$25,000-\$30,000; conduct annual parent poll: \$400-\$600 per school, ninety schools; annual evaluations: no additional costs

Cost: \$66,000-\$89,000 per year

Total costs Recommendation 9: \$79,320-\$102,320 per year

Recommendation 10. Develop annual plan for district

1. Identify a small number of goals annually

Cost: no additional cost to district, refocus current efforts

2. Hold superintendent accountable

Cost: included in MIS estimate above

3. Report progress quarterly

Cost: included in principal evaluation estimate above

Total cost Recommendation 10: none

Recommendation 11. Clarify School Board Responsibility

1. Establish goals and procedures

Cost: \$10,000-\$15,000 over five years

2. Oversee implementation

Cost: no additional cost

3. Evaluate results

Cost: no additional cost

Total cost Recommendation 11: \$2,000 to \$3,000 per year

Grand Total for all Recommendations: \$2,405,020-\$3,318,520 per year

Summary of Cost Estimates

This analysis estimated all costs related to the report's 11 recommendations with one exception: costs of increasing teacher salaries have been omitted for two reasons. First, the recently concluded contract between the Oakland Education Association and the school district specifies salary increases through 1988. That far into the future, too many unknowns surround teacher salary negotiations to allow accurate estimates. Second, teacher salaries are the only major cost component of these recommendations included in the scope of collective bargaining.

Immediate implementation of all recommendations described in the report would cost the Oakland Unified School District between \$2,405,020 and \$3,318,520 per year. These figures represent only about one and one-half percent of the OUSD's total budget. Since this analysis has omitted potential cost reductions associated with the reforms, the actual costs may be substantially less. Implementation costs may be offset by an additional factor as well.

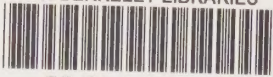
If the quality of education in Oakland improves, many children currently attending private schools will be attracted back to public schools. The additional revenue generated by these students will further reduce the fiscal impact of this report's recommendations.

VI. CONCLUSION

This strategic action plan offers a vision for Oakland schools, summarizes its current problems and challenges, and recommends a three-point program for enabling the district to become more effective in the future. Whereas board members cannot themselves implement these recommendations, they can oversee, primarily through efforts of their chief executive officer, that the reforms are instituted and systematically implemented.

We are confident that with sustained attention, and capable administrative leadership, these reforms can be implemented over the next five years, and that during this period Oakland's students and citizens can expect to begin to reap the benefits of a more effective school system, a self renewing school system. However, there should be no doubt that it will be difficult to overcome past neglect and the inertia that typically occupies the resources of any organization as complicated as the Oakland Unified School District.

Oakland has within itself the resources needed for improvement. The ultimate responsibility for improvement, for implementing these recommendations, rests with the board of directors. It is to these seven individuals that the community must look for leadership and it is here to which the responsibility and accountability must be afixed.



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